

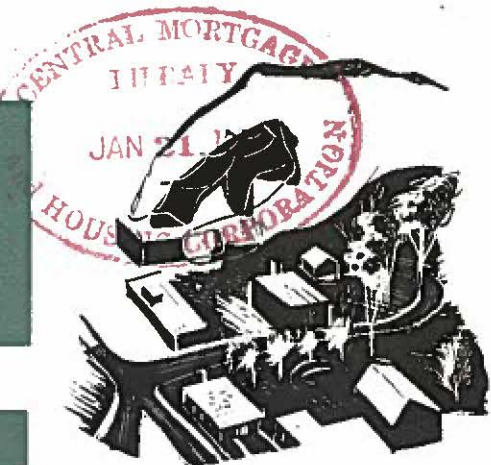
# layout for living

- our local job
- veterans' housing
- branch activities

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# layout for living

NO. 10, december 1947



## they're our communities . . .

The real strength of CPAC lies in the energy and imagination and devotion of our Members, acting through our local Branches. In a wider sense, our real hope for the achievement of more orderly communities lies in the display of those same qualities by citizen organizations and civic bodies generally.

We hear of Branch activities in many ways—some of them quite accidental. Until we have a more continuous chain of Branches across the country, and more highly developed provincial Divisions, our contact with the active front of CPAC work will probably continue to be sporadic—through the odd press clipping, the occasional visit, the receipt of Branch communiqués in some cases. We do know that many Branches are seizing their present opportunities, and pouring knowledge and effort into local programs, to the end that every major change in the visible community shall be a change for the better.

This is the season when intensive development of Branches and local activities should be taking place. A Branch of CPAC is *created* simply by the meeting together of CPAC Members who live in the area. According to our records, such meetings have taken place in only about ten of the fifty Canadian cities and towns where CPAC Members live. (That's ten of the eighty-odd places where LAYOUT FOR LIVING is regularly received.) So the first effective steps have yet to be taken in the majority of places.

A Branch is not *maintained* as simply as it is created. There is no uniform rule to be followed, to make the most effective contribution to a community's betterment. A Branch must follow its planning nose, and use its combined wits (and all the data it can find) to do its job well.

This issue offers to those who have or want a Branch of CPAC some guidance from four points of view. First we have notes made while our new Vice President was reviewing the role of the local group, toward the close of our National Conference. Second we have notes received from some Branches that are obviously active. Then we look at the local implications of the nation's 1948 housing program, just announced. Finally we note the minimal requirements of CPAC's constitution as it applies to Branches. We see plenty of good work being done, and plenty for every Branch or potential Branch to do.

Building records will be hung up in nearly every Canadian town in 1948 and 1949. They may be new 'highs' merely in dollars of cost and tons of material used; or they may be new 'highs' in the sane and orderly shaping of communities. Which kind of record each town will establish is likely to be decided in the remaining days of 1947. In other (plainer) words, every one of the fifty cities and towns where CPAC Members live needs the leadership of an active Branch of the Association—*now*. A few purposeful telephone calls, luncheon chats and post cards, and that leadership can be mobilized by New Year's Day. This Christmas present may well convey the promise for all our families of happier new years.

community planning association of canada, ottawa



At the close of the recent National Conference on Community Planning, the President called upon Mr. Humphrey Carver (now Vice President) to draw together the many threads of our three days of talk. Members would want to discuss and to apply the lessons of the Conference in their own home territories. These notes are made from that part of Mr. Carver's summary that dealt with the role of CPAC Branches. Notes on the whole of his address, along with those of other principal speakers, will appear in the booklet on the Conference shortly to be published by CPAC. —Editor

## how can we do our job locally? by Humphrey Carver

The first need of every Branch is to keep posted on the local planning situation. The Mayor of Montreal has at his fingertips the list of ethnic groups in his enormous community; how many of us have? Do we know the composition and powers of our local planning board? Are we familiar with the provincial statutes under which they operate? Have we gone in to their meetings, or out on the ground to see the areas on which they are working? What are we doing to promote the creation of planning agencies over the 95% of our land where they do not exist? What are the chief characteristics of the local opposition to planning?

It is at the local level that we get most of our members, judging from our first year of experience. We must decide what kind of membership we want. We can have a modest number of truly Active Members who believe in what we are doing—to the point of doing it themselves; or we can have a larger number of passive sheep who entered the fold in a momentary flash of



R. E. G. DAVIS re-elected President during the First Annual Meeting in Montreal, October 4. Photo: John Steele

enthusiasm. We were reminded that in Britain the movement derived great strength by enlisting the special interests of a great number of existing groups: the Council for the Preservation of Rural England, Society for the Preservation of Ancient Buildings, the Youth Hostellers, the Ramblers and scores of others. Not only have these groups a special interest in having comprehensive plans carried out, they have funds of special knowledge which must be drawn upon if the plans are to be comprehensive at all.

We need more local Branches. We need considerably more staff-work at the provincial level because, as the Presidential address made clear, there is where Canadian planning power abides. We need a livelier exchange of local and Divisional activity and experience through LAYOUT FOR LIVING. We should also explore other channels of communication: panels of speakers, the radio, travelling displays, films and filmstrips.

We should also tap the knowledge possessed by those groups with a ready grasp of local social patterns: Community Councils, Welfare Councils, Adult Education Groups, labour unions, Recreation Commissions and so on. The local Branch of CPAC has a crucial task to collect the experience of these groups and to apply it in the areas now being rapidly built up.

While we keep our whole aim in mind, we must decide at every stage in what particular direction our limited thrusts should go. It is easy for a small group to earn discouragement by attempting a range of effort beyond its power. Possibly, early projects might be aimed to dramatize existing differences of opinion, and to organize local voluntary survey projects. It will sometimes be feasible and appropriate to undertake surveys that may resolve the very contradictions the Branch has dramatized.

We were reminded by Mr. Osborn (and this is a particularly dynamic field in Canada) that the opportunities for planning development are governed very largely by the trends in the location of industry. We have much to learn from industrial commissions and boards of trade—and perhaps we can help them.

Mr. Pomeroy stressed the importance of gearing whatever local aims we have into the official planning process. This requires that we know the imperatives of that process, and that we know the people who are pursuing it in our locality. They will probably be glad to sit around the table with us; and we may in time be able to field some informed recruits for appointment to official planning boards and committees.

Since we cannot organize Branches everywhere at once, perhaps we should concentrate on those places where development is going ahead fastest now. The sphere of operations of a group of members might well be defined in somewhat the way in which the "social areas" have been established in Mr. Walker's planning for Vancouver. We should move our ideas in ahead of the irreversible decisions affecting these new developments: we must get a real knowledge of the social patterns that confront planners, and of the areas over which those patterns prevail. Then our Branches can do a real job—and not (in Mr. Pomeroy's phrase) be merely "writing hopeful letters to Santa Claus".

## examples of branch activity

### HALIFAX

"The Town Planning Engineer . . . has spent quite some time in preparing the ground work for a complete zoning by-law for the City of Halifax. Much progress has been made toward developing his suggestions as far as commercial and industrial zoning are concerned, and the City Council has during the past two months held full fledged public hearings on the proposed commercial and industrial zoning map. At one of these public meetings . . . the City Council passed a resolution approving such a zoning map. The President of the Nova Scotia Division of CPAC expressed the approval (of the Division) in the progress thus far made."

—from the Secretary Treasurer of the Nova Scotia Division

### MONTREAL

In addition to many local arrangements for the National Conference on Community Planning, the Montreal Branch has discussed the preparation of a travelling exhibition, suitable for use in any Branch of CPAC. The display will illustrate graphically past Canadian planning achievement, and point up its demonstrable benefits. The Branch may be able to enlist the aid of students in McGill University in the collection of material and the design of the exhibit. In another connection the Branch Secretary has been able to see at first hand much of the planning work now under way from Victoria to Halifax. A Member of the Branch has just completed a booklet on planning for publication by the Canadian Chamber of Commerce; it will be reviewed next month.

### OTTAWA

Advantage was taken of the presence in Ottawa of some of the guests of CPAC following the National Conference, to hold a meeting with a view to forming a local Branch. Members of the press attended, and the following appeared shortly after:

"The meeting in Montreal last week drew attention to a singular gap in the framework of this young but highly necessary organization . . . So far no Branch of the Association has been formed here . . .

"In planning circles it is accepted as axiomatic that town planning, no matter how well conceived, can be successful only if the community as a whole can share in some way in the preparation of the plans . . .

"Formation of an Ottawa Branch, which could assist unofficially in formulating and promoting plans for the National Capital has been approved in principle by M. Jacques Greber, consultant to the National Capital Planning Committee, and by Mr. F. E. Bronson, Chairman of the Federal District Commission. Actual organization of the Branch should speedily follow."

—Ottawa Evening Citizen, Oct. 10, 1947.



H. S. M. CARVER elected Vice President at the First Annual Meeting. Photo: Editorial Associates

### TORONTO

The essential part played by the Citizens' Housing and Planning Association (which is several years older than CPAC) in winning preponderant municipal support for the Regent's Park low-rental housing project has been faithfully reported in the October 1947 issue of *Public Affairs* (Quarterly, published by Dalhousie University, Halifax). By the way, the same issue is entirely given over to articles on housing and planning; CPAC Members should find much of interest in it.

Recently the same group in Toronto, which includes many CPAC Members, has been invited by the City Planning Board to share in the arrangements for public meetings in several districts of Toronto; at these meetings the general outlines of the Board's work, and the details of certain projects will be explained (and presumably defended).

### WINNIPEG

Those at the National Conference were given an introduction to the work of the Citizens' Advisory Committees in relation to the Metropolitan Plan. CPAC Members are on some of these committees. In addition, the Manitoba Division is preparing a short and simple pamphlet on its work, for the interest of prospective Members. The pamphlet will contain the names and addresses of Divisional and Branch officers; but is being designed so that the same general material (with different names substituted) can be used by other Divisions. Those Divisions wishing to secure a supply of this pamphlet are asked to write to the national Secretary at Ottawa.

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## our part as citizens in the housing program

On October 10th last the Rt. Hon. C. D. Howe, Minister of Reconstruction and Supply, announced in Vancouver the terms of the 1948 national program of publicly built rental dwellings for veterans. He said the target for 1948 would be 12,000 units; this is a substantial increase over the number completed by Wartime Housing in 1947. The new houses will rent for about \$27.00 to \$37.00 a month. In both the design of individual houses and of whole projects, the Minister indicated, there would be more flexibility than was the case with Wartime Housing.

Because of the magnitude of the target and because these dwellings will be at the lowest rentals for which new accommodation will be found for Canadian families next year, the terms of the program will be of great concern to CPAC Branches. An undertaking of this kind involves considerable planning in every municipality affected. But before we go into that, it may be as well to outline the scheme a little more fully.

In the course of his speech the Minister said:

"For 1948 the Dominion target for building low-rental units for veterans will be 12,000 units. These rental units no longer will be called 'Wartime Housing' projects, but will be known by another name. There will be more variation in types of housing, in respect to both projects and individual houses within projects. The new houses will differ from standard Wartime Housing units in that they will conform more closely to current urban development within the municipality. Where desirable, Central Mortgage and Housing Corporation will make arrangements for basements and for such variations as the municipality and the Corporation may deem desirable. Although there will be flexibility in this respect, the types of designs are sufficiently standard so that there will be no marked increase in cost over the present Wartime Housing unit.

"The Dominion appreciates that many municipalities feel that they cannot proceed with more units in 1948 under the old standard agreement. For this reason, the new agreement for the 1948 programme will be on terms more favourable to the municipality. As in the past, municipalities will be called upon to provide land and services. If, however, the cost or value of the land and services exceeds \$600.00 per unit, the Dominion will pay the cost of such excess. It will be remembered that the standard agreement provided for payments to the municipality in lieu of taxes of \$24 for the small units and \$30 for the larger units. The new agreement will provide for payments in lieu of taxes up to \$70, \$75 and \$80 on four, five and six room houses respectively. It will be noted that these payments more closely approximate the normal tax rate."

In essence the proposals made by Central Mortgage

and Housing Corporation to municipal governments are of two kinds. In the first scheme, the municipality is to acquire land within its boundaries and to provide it with utilities (improved streets, sidewalks, water-mains, sewers and street lighting). Note that in a larger metropolitan area, where the central city has no vacant land, the *suburban* municipalities will have to take the whole responsibility. Then the municipality conveys to the Crown the house lots for \$1 per lot; but the municipality is not required to contribute more than \$600 for the land and services per house. The Corporation will pay between \$70 and \$80 a year to the municipality instead of normal taxes. The municipality will provide ordinary educational and police, fire and sanitary facilities to the occupants. The Crown will build houses in the project in accordance with the National Building Code, but not necessarily in accordance with local building codes. These will rent at figures within the approximate range indicated by the Minister, depending mainly upon the cost of the house, after the equal contributions of the municipal and federal governments have been deducted. The municipal government may not levy any special taxes upon the occupants of these houses, beyond normal service rates, license fees and poll taxes.

The alternative scheme will work this way: the Crown will acquire the land, lay it out and instal the fixed utilities. It will then give over the streets and other public rights-of-way to the municipality. The Crown will construct houses as in the first scheme, and the other conditions are similar, except that the Crown's annual payment in place of taxes will be reduced on each house (by an amount calculated as an instalment on the municipality's share of the cost of land and services).

The chief interest of this program for CPAC Members will be its effect on the development of their own communities. We are all in favour of building houses rapidly; and indeed since V-E Day this nation has built them on a great scale. Since the war enough new houses have been completed in Canada to accommodate all the families now living in Toronto. Put the speed of building another way: from January to September of this year there were built in Montreal alone enough dwellings to house all the families in Brandon.

Now in undertaking that much building in a few months, a great many mistakes can be made. It is important that in executing next year's national program for veterans, we should build not only faster but better.

In the implementation of the new program, a great many choices have to be made by people right in your community. Whether these choices are made well or badly, they must be made quickly. (Last year, Canadian municipalities had taken up all the units in the program by the beginning of the summer; there is little reason to believe that the new program will take any longer to be acted on by local governments.)

These are some of the immediate decisions that must be made by your City Fathers: (a) They must find a site or sites of suitable size, and with all the pipes and pavements installed or easy to instal in time. (b) If the site is not already subdivided and serviced, someone must design a layout of subdivision based upon accurate surveys and detailed knowledge of such things as adjoining watermain locations. Of course they should look as well at the effect of the project on the fabric of the whole municipality. They may see in this program the opportunity to design a demonstration neighbourhood as recommended by Members of CPAC in Resolution 5 passed at our National Conference.



VETERANS' HOUSING PROJECT No. 3 near Ottawa. Built during 1946; enlarged 1946-47. Total accommodation: 100 families.  
Photo: Newton

(c) Local public authorities must assess the cost of the land and of all the services its inhabitants will require—schools and parks as well as pipes and wires.

These are only a few of the things that have to be done in a matter of weeks. To quote from the memorandum issued by the Crown Company: "Experience has shown that the assembly of the land necessary for a new project takes a considerable time. We are therefore anxious to make an early start with those municipalities who desire rental housing units in their community under the new agreement and we are prepared to act immediately on municipal applications for houses..."

What can your Branch do about all this? It occurs

to us that you could make the discussion of suitable housing project areas the subject of your next Branch meeting. You could secure maps of your city for study. You could encourage members to spend a pleasant Saturday afternoon looking about likely parts of town. You might bring to your Branch meeting some of the elected or technical officials from the City Hall. You can certainly watch your local papers for indications of the probable official choice of site.

As citizens interested in planning, you are entitled to ask the reasons for the official choice of sites. (There may well be better reasons than any brought out in the unofficial discussions of your Members, or the official reasons may not seem so good as your own. But they should certainly be compared and action taken accordingly.)

We are at the end of almost two decades when very few houses were built. We are well into the beginning of an era when ground is being covered with houses faster than ever before—and in larger patches. As Members of CPAC, we may well wish to remind our



LEASIDE near Toronto. Population increased ten-fold in seven years.  
Photo: N.F.B.

more forgetful fellow-citizens that by next Christmas (and for many to follow) we shall have hundreds of families living in new communities that are being shaped once and for all *this month*. Will the occupants of these publicly owned rental dwellings enjoy facilities as good as the program can secure? Will they be welcomed by adjoining families? Will the City Hall still be happy about these projects ten years hence? Will your Parent-Teacher organization in 1958 be wrestling with space problems created in 1948? Now is the time to ask these questions—and to answer them by creating sound and creditable new neighborhoods. Your CPAC Branch (or Branch-to-be) can make a permanent contribution *now* to the success of this program in your community.



branch activity

—from page three

Arrangements are being made for a general meeting to which about 1,000 interested Winnipeggers will be invited. The program will include a showing of the Canadian planning film "Tale of New Cities" and a report of the recent National Conference in Montreal. CPAC has also been responsible for a meeting on planning of the Winnipeg Branch of the Federation of Canadian Artists; an Active Member of CPAC was the principal speaker.

VANCOUVER

The Officers and Members of the Greater Vancouver Branch are shaping up an ambitious program for this and future seasons, which other groups will find of great interest. The draft statement of the program says: "We are growing faster than any other metropolitan area in Canada—over 125,000 since the war. Our housing shortage continues acute. And where are we planning to put the houses we shall need in the next ten or twenty years? Have we any assurance of building well-rounded neighborhoods and conserving real estate values?"

The statement goes on to outline specific jobs for the Branch in this situation. The Branch will focus its attention on the question of a regional plan for the lower mainland of British Columbia; it is clear that this will involve a regional planning authority, and a social and economic survey of the whole area. Special attention will be paid to the housing problem, including the cost to the whole community of the present bad housing areas. The Branch will encourage accurate measurement of housing needs, and the projection of the findings to the Vancouver public, underlining the bearing of the housing problem on other aspects of community planning.

CPAC Members in Greater Vancouver will spearhead the campaign for a proper metropolitan centre for civic recreation and assembly. The intention is to put in its right location and setting a group of civic facilities including an auditorium and a library. This part of the Branch program is given priority because of the impending By-law vote to authorize purchase of the necessary land. The Branch says that the conception outlined is "the only scheme big enough to insure success".

Some Members of the Branch will devote study to the question of industrial locations in the Greater Vancouver area. The problem is to sort out the areas most suitable in terms of soil and access for freight—and to forestall industrial encroachment upon the areas the community needs for open space, housing and other essential uses.

To carry out this program, the Branch proposes the creation of a special fund. It urges every Vancouverite who believes in the future of his city (and who doesn't?) to contribute whatever he has in ideas or cash for this program. The Branch is giving reality to the late Barry Parker's observation that "every advance in town planning is from personal gain at the expenses of communities towards personal gain as members of com-

munities". In their own words "community planning is a matter of spending thousands to save millions".

These communiqués from various Branches can be supplemented in forming your own program by the suggestions contained in back issues of LAYOUT FOR LIVING. Specific pointers will be found in the following:

- No. 1 (February) page 4
- No. 3-4 (April-May) pages 1 and 6
- No. 5 (June-July) page 2
- No. 6 (August) page 2
- No. 8 (October) page 2
- No. 9 (November) page 2

Extra copies of the more recent issues are still available from the national office, 56 Lyon Street, Ottawa.

*The test of democratic planning is whether the people will fight for it—not simply whether they will accept it, or approve it, or join in it—but whether they will fight for it.*  
—DAVID LILIENTHAL

essential elements in the constitution of a branch of cpac

- I. Object  
The object of the Association, as applied to the area covered by the Branch. (See By-laws in LAYOUT FOR LIVING, No. 3, p. 4.)
- II. Members  
All members in good standing of CPAC, who are domiciled in the area of the Branch.
- III. Contributions  
From any source, subject to review of Branch Committee. Normal annual revenue of Branch is \$1.00 for each Active Member and more for each Sustaining Member, in accordance with a Minute of the Council of the Association.
- IV. Officers  
Only need is for adequate number, democratically elected. It has become usual to refer to Convenor and Committee of a Branch, as distinct from Chairman and Executive Committee of a Division, and President and Council of the Association. The Divisional Executive may include *ex-officio* members from local Branches; if so, local Branch annual meetings must precede Divisional annual meeting, which must take place before June 30 in any year.
- V. Relation to Provincial Division  
Only experience will show how this can be varied. The general pattern, to avoid competing groups within a town, is to regard a Branch as provisional until provincial Executive has ratified its status. Similarly, any change in Branch constitution depends upon Divisional Executive ratification. But see Note below.
- VI. Audit  
Considering the amount of funds likely to be handled, an informal audit by two of the members of the Branch should do; but Branches receiving public grants may be required by public authority to have professional audit.

*Note:* This question of the claim of a group to regard themselves as a Branch or Division arises only when organization work is begun without first securing a preponderance of paid-up Active Members among the organizing group. It has been difficult for the national office to insist that volunteer helpers pay \$3.00 first off; but it should be noted that once they do so, there is no question as to their right to act as a Branch—for by definition a Branch consists of the Members of CPAC in a locality. A Division consists of the Members of CPAC in a Province. The national office will promptly report to any organizing group the names of all Members in their area.

COMMUNITY PLANNING ASSOCIATION OF CANADA

APPLICATION FOR MEMBERSHIP

(Please type or print in block letters)

1. NAME: Mr. ☐ Mrs. ☐ Miss ☐ Organization ☐ (First names—please underline that commonly used) (Last Name)

2. ADDRESS: (Number) (Street) (Post Office) (Province)

3. TELEPHONE: OCCUPATION: (For organization state purpose and number of members)

4. I WISH TO TAKE OUT: ☐ ACTIVE MEMBERSHIP (\$3.00 a year) WE RENEW: ☐ SUSTAINING MEMBERSHIP (\$25.00 a year) (for the year beginning Sept. 1, 1947)

5. DATE: 19... SIGNED: (If for organization, please say what office you hold)

6. THE FOLLOWING PERSONS OR ORGANIZATIONS MAY ALSO BE INTERESTED IN JOINING:

NAME	ADDRESS
.....	.....
.....	.....
.....	.....

OBJECT: To foster public understanding of, and participation in, community planning in Canada.

COUNTER CHEQUE:

(Stamp) (Date) 19...

(Name of Bank and Address of Branch)

Pay to the Order of COMMUNITY PLANNING ASSOCIATION OF CANADA (\$.....) /100 Dollars.

Account No. (Signature)

Please make cheques or money orders payable at par to:  
COMMUNITY PLANNING ASSOCIATION OF CANADA, 56 LYON STREET, OTTAWA